

Message Text

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PAGE 01 PARIS 20157 01 OF 03 241906Z
ACTION IO-14

INFO OCT-01 CIAE-00 ICA-11 INR-10 NSAE-00 AID-05 EUR-12
ISO-00 OES-07 HA-05 /065 W
-----040142 241908Z /43/14
P R 232129Z JUN 78
FM AMEMBASSY PARIS
TO SECSTATE WASHDC PRIORITY 3823
INFO USMISSION GENEVA
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NESCO

C O R R E C T E D C O P Y FOR OMISSION OF TEXT

EMO. 11652: GDS
TAGS: UNESCO, AORG, ABUD
SUBJ: UNESCO, ACTION PROGRAM FOR IMPROVED U.S.
PARTICIPATION IN INTERNATIONAL ORGANIZATIONS.

REF: ASSISTANT SECRETARY MAYNES' MEMO OF MARCH 20, 1978

SUMMARY: FOLLOWING REMARKS ARE PERDEL'S SUGGESTIONS
FOR ISSUE CATEGORY 1: PROGRAMS. END SUMMARY.

1. THE CURRENT STATEMENT OF GOALS FOR THIS DELEGATION
IS CONTAINED IN STATE TELEGRAM 80591 AND DOES NOT
INCLUDE WHAT THIS DELEGATION WOULD CONSIDER AN ADEQUATE
STATEMENT OF PROGRAM OBJECTIVES. IT IS PARTICULARLY
DEFICIENT IN THAT IT MAKES NO MENTION OF SCIENTIFIC,
EDUCATIONAL OR CULTURAL OBJECTIVES; AND IN COMMUNICATION
IT REFERS ONLY TO THE SINGLE ASPECT OF THE MASS MEDIA.
WE WELCOME THE PRESENT STUDY AS A MECHANISM FOR
CORRECTING THESE DEFICIENCIES.

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PAGE 02 PARIS 20157 01 OF 03 241906Z

2. A. THE FIRST THING THAT MUST BE DONE TO MAKE UNESCO
BETTER SERVE U.S. INTERESTS IN MEETING BASIC HUMAN
NEEDS AND OTHER KEY U.S. FUNCTIONAL PROGRAM OBJECTIVES
IS TO GET THESE ISSUES INCLUDED IN THE FORMAL STATE-
MENT OF DELEGATION GOALS AND OBJECTIVES, AND THEN MAKE
CERTAIN SE HAVE THE HUMAN AND FINANCIAL RESOURCES TO
ATTAIN THE OBJECTIVES. MEANWHILE, WE HAVE CONSISTENTLY

STRESSED THE BASIC HUMAN NEEDS CONCEPT IN EXECUTIVE BOARD INTERVENTIONS DURING THE PAST YEAR, BUT SUPPORT FROM OTHER NATIONS HAS BEEN LIMITED.

B. IN OUR DELIBERATIONS ON WHICH ISSUES TO INCLUDE IN A FORMAL STATEMENT OF GOALS AND OBJECTIVES, WE SHOULD CONSIDER CAREFULLY THE DEGREE OF LONG-RANGE SUPPORT THAT THE ISSUE IS LIKELY TO RECEIVE FROM THE WASHINGTON AGENCIES WHOSE BACKING IS NEEDED. IT TAKES SEVERAL YEARS TO GET A SIGNIFICANT PROGRAM SHIFT IN UNESCO, AND IF AN HONEST EVALUATION OF AN ISSUE INDICATES THAT IT WILL NOT RECEIVE CONTINUING SUPPORT IN WASHINGTON, THEN THERE IS NO POINT IN PLUGGING IT IN. TO MAKE A MAJOR SHIFT IN UNESCO'S PROGRAM, IT IS FIRST NECESSARY TO CONVINCE THE DIRECTOR GENERAL AND HIS SENIOR STAFF OF THE DESIRABILITY OF THE SHIFT. THIS REQUIRES THE SUPPORT OF KEY MEMBER STATES. NEXT, THE INITIATIVE MUST BE WORKED INTO THE MEDIUM TERM PLAN, WHICH HAS A LIFE SPAN OF SIX YEARS. WE ARE CURRENTLY 18 MONTHS INTO UNESCO'S FIRST MEDIUM TERM PLAN, AND THIS PLAN CANNOT BE AMENDED IN ANY MAJOR RESPECT. THE NEXT MEDIUM TERM PLAN WILL COVER 1983-1988, ALTHOUGH SERIOUS CONSIDERATION OF ITS CONTENT MAY BE GIVEN AS EARLY AS THE 1980 GENERAL CONFERENCE. AFTER AN ISSUE HAS BEEN INCORPORATED INTO THE MEDIUM TERM PLAN, IT MUST BE WORKED INTO ONE OR MORE OF THE THREE BIENNIAL BUDGETS THROUGH WHICH THIS SIX-YEAR PLAN IS TO BE IMPLEMENTED. THUS, UNLESS LIMITED OFFICIAL USE

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PAGE 03 PARIS 20157 01 OF 03 241906Z

WE ARE PREPARED TO STICK BY AN INITIATIVE FROM 1979 THROUGH 1988 AT LEAST, WE ARE NOT LIKELY TO HAVE REAL IMPACT ON UNESCO'S PROGRAM. WHAT WE WILL GET IN RETURN FOR A SHORT-RANGE COMMITMENT IS A TOKEN RESPONSE, WHEREBY THE DIRECTOR GENERAL SETS UP A TWO OR THREE OFFICER UNIT IN RESPONSE TO OUR PRESSURES, BUT DOES NOT GIVE THE UNIT SUFFICIENT INFLUENCE OR FUNDING TO ENABLE IT TO ACCOMPLISH MUCH. THE U.S. REGULARLY REQUESTS INTERNATIONAL ORGANIZATIONS TO CHANGE THEIR PROGRAMS TO TAKE INTO ACCOUNT FUNCTIONAL OR CONCEPTUAL OBJECTIVES THAT, AT THE TIME, ENJOY STRONG SUPPORT AMONG THE WASHINGTON AGENCIES. THIS SUPPORT IS OFTEN EPHEMERAL AND DRIES UP IN THREE OR FOUR YEARS. SECRETARIATS, INCLUDING UNESCO'S, ARE AWARE THAT MANY OF OUR INITIATIVES HAVE NO DURABILITY, AND THEY ARE SKILLED AT DIVERTING THESE INITIATIVES WITH SOME FORM OF TOKEN RESPONSE.

C. MINOR SHIFTS WITHIN EXISTING PROGRAMS CAN BE ACHIEVED, HOWEVER, AS EXEMPLIFIED BY THE MAJORITY REPORT FOR AN INTENSIFIED PROGRAM FOR THE HANDICAPPED AT THE 104TH EXECUTIVE BOARD. THIS INITIATIVE, WITH WHICH THE DIRECTOR GENERAL WILL HAVE TO COMPLY OWING TO THE WIDE

SUPPORT FOR IT, CAN BE CREDITED ENTIRELY TO THE
INTENSIVE LOBBYING OF THE MEMBERS OF THIS DELEGATION'S

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PAGE 01 PARIS 20157 02 OF 03 232151Z
ACTION IO-14

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ISO-00 OES-07 HA-05 /065 W
-----032938 232256Z /14

P R 232129Z JUN 78
FM AMEMBASSY PARIS
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LIMITED OFFICIAL USE SECTION 02 OF 03 PARIS 20157

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STAFF. A SINGLE MEMBER OF THIS DELEGATION'S STAFF IS
RESPONSIBLE FOR THE GREATER AWARENESS IN THE SECRETARIAT
OF THE NEED FOR PROGRAM EVALUATION.

D. IN CONSIDERING UNESCO AS A VEHICLE FOR OUR FUNCTIONAL
OBJECTIVES, WE SHOULD BEAR IN MIND THAT UNESCO IS NOT A
DEVELOPMENT ASSISTANCE AGENCY. IT DEALS WITH A WIDE
RANGE OF SUBJECTS, MANY OF WHICH ARE SLANTED TOWARD THE
NEEDS OF THE DEVELOPING COUNTRIES, BUT MANY OF WHICH ARE
EQUALLY APPLICABLE TO DEVELOPED COUNTRIES. IT IS
DIFFICULT TO ADAPT UNESCO'S HIGHLY DIVERSIFIED PROGRAM
TO KEY FUNCTIONAL OBJECTIVES OF THE UNITED STATES. NOT
IMPOSSIBLE, BUT DIFFICULT.

3. THE ATTAINMENT OF ZERO NET PROGRAM GROWTH IN UNESCO
IS NOT RELATED TO PROGRAM CHANGES. IT IS A POLITICAL,
NOT A PROGRAMMATIC, QUESTION. IF WE CAN PERSUADE A
MAJORITY OF THE 144 MEMBER STATES OF UNESCO, AND THE
DIRECTOR GENERAL (WHO IS PERSONALLY DEDICATED TO A
CONTINUING REAL INCREASE IN PROGRAM) THAT ZERO NET
GROWTH IS EITHER DESIRABLE OR NECESSARY, THE GENERAL
CONFERENCE WILL VOTE A ZERO NET GROWTH BUDGET. IN THE
PERMANENT DELEGATION'S VIEW, HOWEVER, IT IS NOT
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PAGE 02 PARIS 20157 02 OF 03 232151Z

REALISTIC TO EXPECT THAT A ZERO NET GROWTH CAN BE ATTAINED IN UNESCO. THE VOTES ARE NOT THERE. WE HAVE NO CONVINCING JUSTIFICATION FOR ZERO GROWTH, BUT SEEM TO BE RELYING ON THREATS OF A REBELLION ON THE PART OF NATIONAL LEGISLATURES. PROPOSITION 13 MAY MAKE THIS THREAT MORE CREDIBLE, BUT THUS FAR, THE DIRECTOR GENERAL AND THE MAJORITY OF THE MEMBER STATES APPEAR WILLING TO TAKE THEIR CHANCES THAT THE NATIONAL LEGISLATURES WILL PRODUCE THE MONEY. THE EASE WITH WHICH THE DIRECTOR GENERAL WAS ABLE TO RAISE \$23 MILLION IN INTEREST FREE LOANS, AND THE FACT THAT THE ILO HAS BEEN ABLE TO PICK UP \$5 OR \$6 MILLION IN VOLUNTARY CONTRIBUTIONS MAY WELL GIVE THE DIRECTOR GENERAL CONFIDENCE IN OPPOSING ANY ATTEMPT WE MAKE TO BRING ABOUT ZERO GROWTH FOR THIS ORGANIZATION IN 1979-80. IF ZERO GROWTH COMES ABOUT, IT WILL BE DUE TO FACTORS OUTSIDE THE REALM OF PROGRAM CHANGES AND TO FACTORS THAT ARE NOT FORSEEABLE NOW.

4. UNESCO WILL NOT FOCUS A MAJOR PART OF ITS ATTENTION ON ANY INTERNATIONAL YEAR DURING 1979. IT WILL MAKE A CONTRIBUTION TO THE YEAR OF THE CHILD, BUT SINCE UNESCO IS SO HEAVILY INVOLVED IN EDUCATION, IT CAN POINT TO A GREAT DEAL OF WHAT IT IS ALREADY DOING FOR CHILDREN WITHOUT ADDING MUCH. NEVERTHELESS, THE DIRECTOR GENERAL WAS SUBJECTED TO MUCH CRITICISM AT THE LAST EXECUTIVE BOARD FOR HIS LIMITED SUPPORT OF IYC PROGRAMS.

5. UNESCO IS HOPING TO MAKE A MAJOR INPUT INTO THE UN CONFERENCE ON SCIENCE AND TECHNOLOGY FOR DEVELOPMENT, BUT SOMEHOW HAS NOT BEEN ABLE TO MARSHAL ITS FORCES YET. THE 19TH GENERAL CONFERENCE (1976) APPROVED A SPECIAL ITEM OF \$304,000 FOR THIS ACTIVITY.

6. EDUCATION IS STILL UNESCO'S LARGEST SECTOR, AS ENVISIONED BY THE ORGANIZATION'S FOUNDERS, BUT PRESSURE

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PAGE 03 PARIS 20157 02 OF 03 232151Z

IS INCREASING FROM THE MEMBER STATES TO ALLCATE THE HIGHEST RATE OF GROWTH TO THE SCIENCE SECTOR, PRESENTLY THE SECOND LARGEST SECTOR. THIS SUSTAINED PRESSURE IS LIKELY TO RESULT IN MUCH GREATER EMPHASIS ON THE SCIENCE SECTOR IN YEARS TO COME. THERE WILL NEVER BE A TOTAL AGREEMENT ON THE CORRECTNESS OF PRIORITIES AMONG SECTORS, OR WITHIN SECTORS, HOWEVER, AND THE U.S. OFTEN FINDS ITSELF IN DISAGREEMENT WITH THE STATED PRIORITIES. FOR THE MOST PART, THESE DIFFERENCES HAVE BEEN OF A NATURE THAT WE WERE CONTENT TO DEAL WITH THEM

IN ROUTINE PROGRAM COMMISSION EXAMINATIONS, AND HAVE NOT FELT THAT WE HAD TO RAISE THEM TO THE LEVEL OF A MAJOR CONCERN. WE ARE AS OFTEN BOTHERED BY THE GENERAL LEVEL OF MANAGEMENT OR PROGRAM IMPLEMENTATION EFFICIENCY AS WE ARE BY THE RELATIVE PRIORITIES AMONG ACTIVITIES. WE ARE ALSO CONCERNED THAT THERE ARE SO MANY PROGRAMS THAT ARE SO SMALL IN SIZE THAT THEY CANNOT HAVE ANY IMPACT, AND YET, COLLECTIVELY, THEY USE UP CONSIDERABLE AMOUNTS OF FUNDS AND STAFF TIME.

7. THE UNITED STATES WILL PROBABLY NOT PROPOSE MAJOR NEW INITIATIVES FOR THE 1979-80 BIENNIAL PROGRAM. RATHER, WE ARE LIKELY TO PROPOSE THE PHASING OUT OF MARGINAL PROGRAMS--MARGINAL IN TERMS OF SIZE AND EFFECTIVENESS--TO PERMIT THE CONCENTRATION OF RESOURCES IN PROGRAMS OF THE HIGHEST IMPORTANCE AND IMPACT. TWO WORKING GROUPS IN WASHINGTON ARE CURRENTLY ASSESSING THE U.S. PRIORITIES IN SCIENCE AND TECHNOLOGY IN PREPARATION FOR THE 20TH GENERAL CONFERENCE.

8. THE LDOS AND EASTERN EUROPEANS ARE PUSHING FOR

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PAGE 01 PARIS 20157 03 OF 03 232245Z
ACTION IO-14

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ISO-00 OES-07 HA-05 /065 W
-----033499 232255Z /14

P R 232129Z JUN 78
FM AMEMBASSY PARIS
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LIMITED OFFICIAL USE SECTION 03 OF 03 PARIS 20157

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GREATER EMPHASIS ON ENERGY PROGRAMS. THE PERMANENT DELEGATION BELIEVES THAT THERE ARE OTHER ORGANIZATIONS MORE SUITABLE FOR MAKING A MAJOR EFFORT IN THIS FIELD, AND HAS RESISTED OVERTURES FROM THE U.S. SCIENCE COMMUNITY TO SUPPORT THIS PUSH. OWING TO THE DIFFICULTIES OF ESTABLISHING A MAJOR NEW PROGRAM IN UNESCO, WHICH

WE HAVE DESCRIBED ABOVE, IT IS NOT LIKELY THAT UNESCO WILL DO MORE THAN SHIFT SOME FUNDS FROM ONE LINE TO ANOTHER TO ACCOMMODATE THESE PRESSURES.

8. THERE ARE NO SECTORS IN UNESCO THAT ARE OBSOLETE, A SECTOR BEING DEFINED AS A MAJOR DIVISION OF THE ORGANIZATION--EDUCATION, SCIENCE, CULTURE OR COMMUNICATION. THESE ARE ALL VITAL AREAS IN WHICH MOST MEMBER STATES HAVE A GENUINE INTEREST. AT THE PROGRAM AND PROJECT LEVEL THERE ARE ALWAYS ACTIVITIES THAT SOMEONE WILL DEFINE AS OBSOLETE, MARGINAL OR INEFFECTIVE. BUT THERE ARE NO ACTIVITIES THAT ARE HELD THROUGHOUT THE ORGANIZATION TO BE OBSOLETE, MARGINAL OR INEFFECTIVE. EVERYTHING THAT IS IN THE PROGRAM IS OF INTEREST TO SOME CONSTITUENCY IN A MEMBER STATE OR STATES. THE U.S. MAINLY JUDGES MARGINALITY AND INEFFECTIVE LIMITED OFFICIAL USE

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PAGE 02 PARIS 20157 03 OF 03 232245Z

TIVENESS ON THE BASIS OF THE DEGREE OF EFFICIENCY WITH WITH THE PROJECT HAS BEEN IMPLEMENTED OR ITS LACK OF IMPACT RATHER THAN THE CONCEPT OF THE PROJECT. ALSO, THERE ARE NUMEROUS \$10 AND \$20 THOUSAND PROJECTS IN THE PROGRAM THAT ARE DOOMED BY THEIR VERY SMALLNESS TO BE INEFFECTIVE. WE WILL MAINTAIN OUR PRESSURE TO ELIMINATE SUCH ACTIVITIES. TORRES

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 23 jun 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978PARIS20157
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: DG ALTERED
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D780264-1262
Format: TEL
From: PARIS
Handling Restrictions: n/a
Image Path:
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Legacy Key: link1978/newtext/t19780625/aaaaavwj.tel
Line Count: 306
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
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Office: ACTION IO
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: n/a
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 05 may 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: N/A
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2226661
Secure: OPEN
Status: NATIVE
Subject: UNESCO, ACTION PROGRAM FOR IMPROVED U.S. PARTICIPATION IN INTERNATIONAL ORGANIZATIONS.
TAGS: AORG, ABUD, UNESCO
To: STATE
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/2f79a182-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014